

**DRAFT**

# Public Participation Plan

Draft for public review



Chicago Metropolitan  
Agency for Planning

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## About CMAP

The Chicago Metropolitan Agency for Planning (CMAP) convenes government and transportation leaders in northeastern Illinois to advance the region's goals for a transportation system that works better for everyone, a robust and inclusive regional economy, and effective collaboration to address the impacts of climate change. CMAP works with the region's transportation agencies, counties, municipalities, and residents to solve challenges that are too big for any one jurisdiction to solve on its own.



With its partners, CMAP developed ON TO 2050, a comprehensive regional plan to help the seven counties and 284 communities of northeastern Illinois implement solutions that address transportation, housing, economic development, open space, the environment, and other quality-of-life issues.

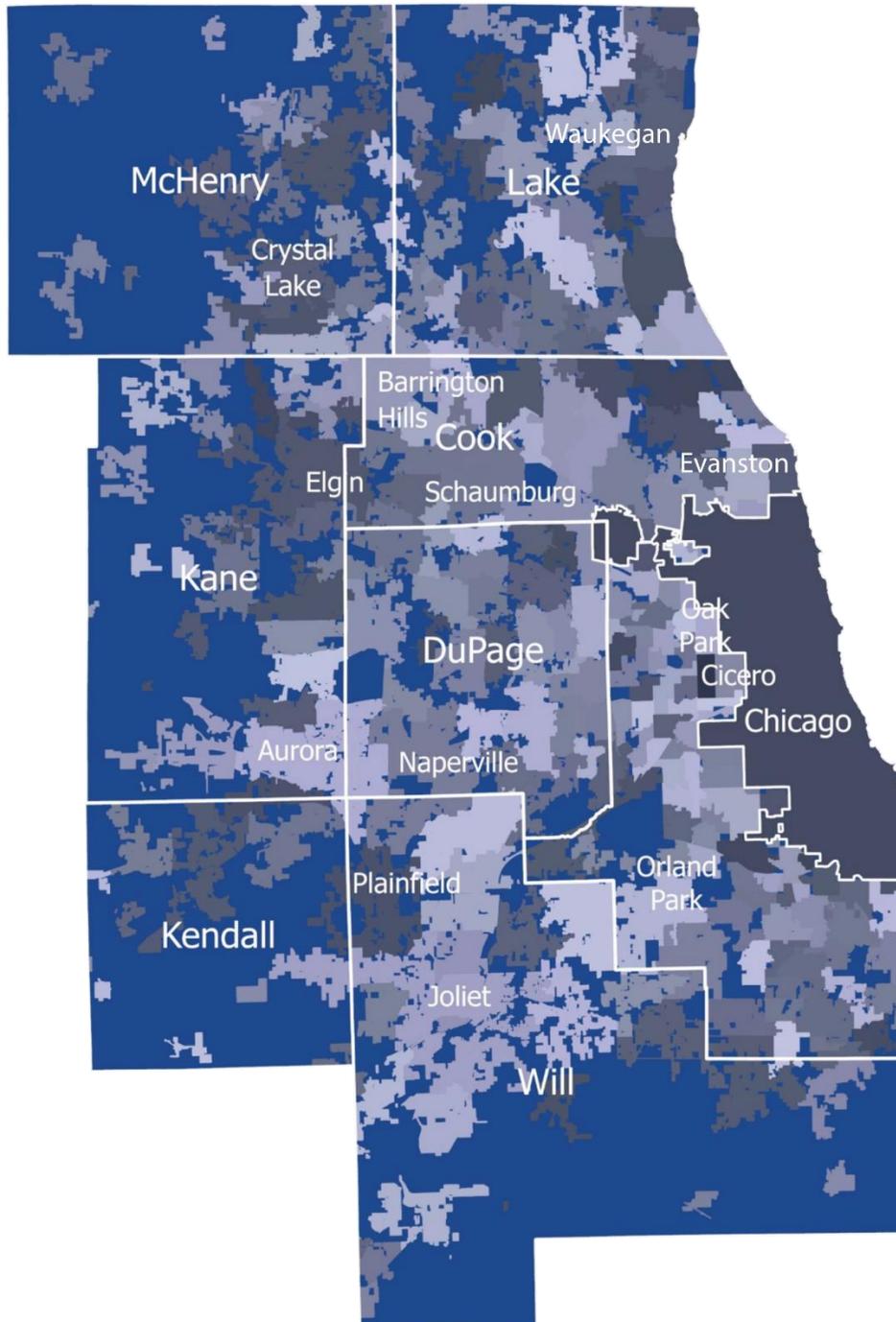
Federal regulations require CMAP to carry out a continuing, cooperative, and comprehensive (C3) performance-based multimodal transportation planning process. The process must encourage and promote the safe and efficient development, management, and operation of surface transportation systems to serve the mobility needs of people and freight, foster economic growth and development, and take into consideration resiliency needs, while minimizing transportation-related fuel consumption and air pollution.

Historically, transportation and land use decisions have disproportionately affected underserved, disadvantaged, and overburdened communities, which have borne the burdens of those decisions without realizing many of the benefits. Planners and decisionmakers have an obligation to not perpetuate those disparities and to redress them through planning processes that meaningfully integrate equity at every stage, including project selection, funding allocations, project development, and public engagement.

Meaningful and inclusive public engagement is an essential component of CMAP's planning processes, with the goal to produce regional plans, a transportation improvement program, and local plans that reflect the values and priorities of the people who live and work in the region. CMAP strives to proactively identify, engage, and sustain relationships with residents in communities affected by regional planning and to provide all stakeholders meaningful opportunities to be involved in the planning process. Public input is critical not only to produce more equitable outcomes, but because achieving our common vision will depend on the support and coordinated action of the region's implementers.

## Our Region

Northeastern Illinois is the third largest metropolitan region in the United States and includes over 8.6 million residents, 284 municipalities, and over 4,000 square miles. The region encompasses the seven counties in northeastern Illinois (Cook, DuPage, Kane, Kendall, Lake, McHenry and Will), plus Aux Sable Township in Grundy County, and Sandwich and Somonauk Townships in DeKalb County. CMAP represents the entire seven-county region of northeastern Illinois in all its economic, geographic and demographic diversity.



## Our vision

An inclusive and thriving region

## Our mission

To serve the people of the region by driving innovation, fostering shared action, and advancing toward a common vision.

## Our core values



### **Serve with passion**

We are passionate about serving the people of metropolitan Chicago. We build public trust by being good stewards of public resources and proactively sharing information.



### **Pursue equity**

We are guided by the principle that everyone has a right to opportunity and a high quality of life. We work to realize equity for all.



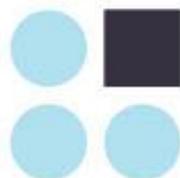
### **Foster collaboration**

We believe inclusion and collaboration strengthen our work. We seek out the voices of those who often go unheard or face barriers to public participation.



### **Lead with excellence**

We lead on issues that advance the region. We believe in the power of data and the story it tells. We identify and share solutions and inspire others to adapt them for their communities.



### **Drive innovation**

We are driven by the desire to find more efficient methods to achieve the most impact. We do this by seeking new solutions to old problems, taking calculated risks, and daring to try them.

## What is CMAP's Public Participation Plan?

This Public Participation Plan (the Plan) guides CMAP's proactive public engagement of the residents and constituencies of northeastern Illinois to plan a multi-modal transportation system that meets the region's transportation, economic, and climate goals. Federal guidelines require the participation of interested parties in the development of transportation plans. Under those guidelines, Metropolitan Planning Organizations (MPO) must have a Public Participation Plan that guides engagement efforts.

This Plan aims to:

- Establish core principles for public engagement
- Explain how CMAP integrates meaningful public participation into its activities
- Outline the agency's strategies and communications and engagement methods and channels for broadening and deepening public engagement in its planning processes, including engagement of residents in historically marginalized communities.
- Provide residents with the guidance and information necessary to participate in and influence regional policy development and decision-making processes.
- Serve as a resource and guide for CMAP staff to plan their public engagement processes, highlighting best practices and exploring new tools and innovative practices to ensure the agency's plans reflect the priorities of the region's residents.

This Plan is intended to be responsive to the region's varied constituencies, to ensure that the agency's plans reflect the priorities of the region's residents.

The Regional Transportation Authority (RTA) and the region's service boards—the Chicago Transit Authority (CTA), Metra, and Pace Bus – are all direct recipients of federal grants and rely upon CMAP's public participation process to fulfill some of the federal requirements related to the proposed Transportation Improvement Program (TIP) and Program of Projects (POP) (Appendix C). The methods and processes in this Plan are also intended to ensure CMAP meets federal and state requirements for public participation.

## Principles

The agency's vision for public participation is rooted in CMAP's mission to advance equity in northeastern Illinois by investing resources in engagement strategies that lift the voices of those who have been historically left out of the decision-making process, and working to ensure systemically excluded communities can meaningfully influence decision-making.

- Effective engagement is grounded in two-way education and trust building.
  - CMAP will work to build and strengthen relationships with historically marginalized communities to integrate their perspectives and priorities and to give voice to these communities in the agency's local and regional planning processes.
- Engagement requires openness and transparency.
  - CMAP is committed to transparent decision-making processes that are informed by meaningful public consultation and community engagement and empower historically marginalized communities to participate in decision-making that affects them.

- Effective engagement is not one-size-fits-all.
  - CMAP will tailor its efforts to each unique project and stakeholder to enhance community engagement while making meaningful efforts to increase participation opportunities for those most affected by past and current decisions.
- Effective engagement demands accountability.
  - CMAP will inform its constituencies of opportunities to participate in public processes in a timely manner, and clearly demonstrate how community voices have influenced planning and policy decisions.
  - CMAP will measure and evaluate its public engagement outcomes for greater and more equitable impact.

### Public input on the Public Participation Plan

Drafts of this Plan were reviewed by CMAP staff and the Citizens' Advisory Committee before it was offered for public comment from [date] to [date], the federally required 45-day comment period. During the public comment period, CMAP circulated the draft Plan to transportation agencies, community and civic organizations, municipal and county officials, and the general public using multiple communications channels. CMAP welcomes input on this Plan and suggestions for improving its public engagement. Public input received during the comment period was reviewed by CMAP staff, who responded to every commenter and amended the final draft as needed. This Public Participation Plan will be submitted to the CMAP Board for adoption in January 2024 and will be reviewed periodically for relevant updates.

### What are ongoing opportunities for public participation at CMAP?

The public and stakeholders have numerous opportunities to contribute to and enhance CMAP's work in the region. CMAP invites public participation and shares these opportunities through multiple channels, including the agency's website, active social media, and regular topical newsletters. CMAP is committed to an innovative and responsive community engagement process, meeting residents where they are to connect them to the agency's planning initiatives and incorporate their input in the planning and decision-making process.

### Participation in public meetings

CMAP welcomes public participation in the meetings of its public bodies and seeks to ensure access to its public processes beyond federal and state requirements in accordance with the Illinois Open Meetings Act. CMAP's public meetings are offered in real time on virtual meeting platforms, such as Zoom, as set forth in the agency's by-laws and in compliance with the Regional Planning Act. Following cessation of the COVID-19 public health emergency declaration that permitted public meetings by video conference, the CMAP Board approved a policy to continue to provide the public with the opportunity to remotely attend the agency's public meetings, even though the public bodies themselves are required to meet in person. The public is also welcome to attend the agency's public meetings in person.

All CMAP public committees meet in CMAP's ADA-accessible fourth floor offices at 433 West Van Buren. The public is invited to attend committee meetings both in person and on Zoom. The agency offers reasonable accommodations and language interpretation upon request to attend or join its public meetings.

## CMAP board and committees

### *CMAP Board and MPO Policy Committee*

CMAP's Board guides the agency's operations and policy initiatives and approves its work plan and budget. The 17-member Board reflects balanced representation from the seven counties of Cook, DuPage, Kane, Kendall, Lake, McHenry, and Will. CMAP operates pursuant to the Illinois Regional Planning Act.

The MPO Policy Committee serves as the federally designated metropolitan planning organization for northeastern Illinois and approves all plans, reports, and programs required of an MPO, including the federally mandated long-range transportation plan, Transportation Improvement Program (TIP), and Unified Work Program. Members of the MPO Policy Committee, representing municipalities, counties, and transportation and federal agencies, are designated by the Illinois governor and local officials.

The CMAP Board and MPO Policy Committee have jointly adopted a memorandum of understanding that is the framework for integrating land use and transportation through CMAP's regional comprehensive planning process. The memorandum of understanding covers the working relationship between the two boards, whose responsibilities are defined in the Regional Planning Act and federal legislation. The MPO Policy Committee and CMAP Board affirm their commitment to coordinate and integrate the region's planning for land use and transportation in an open and collaborative process.

### *Advisory committees*

CMAP is also guided by several advisory-level committees. The Council of Mayors provides feedback on transportation funding decisions, and the [Citizens' Advisory Committee](#) provides an avenue for public participation. The agency's working level committees include the Climate, Regional Economy, and Transportation committees, which advise the Board and MPO Policy Committee on their respective subject matter areas. The agency's Coordinating Committee comprises the members of the CMAP Board and working committees and facilitates communication across the agency's public bodies.

The CMAQ and TAP Project Selection Committee programs funds for projects submitted through calls for projects issued generally every two years. Similarly, CMAP's Surface Transportation Project Selection Committee oversees selection of projects funded through a shared regional fund for projects submitted in a call for projects.

## Local planning projects

CMAP provides technical assistance on local projects help to build local capacity, engage communities, empower local governments to solve community challenges, and connect local partners to resources and capital funding for infrastructure investments. Each local planning project includes a communications and engagement strategy that identifies key audiences and the methods and tools to best engage varied stakeholders.

## Transportation Improvement Program

CMAP's Transportation Improvement Program (TIP) is both the process that CMAP uses for planning and programming transportation funding *and* the approved six-year program of federally funded transportation projects for northeastern Illinois. The TIP is a tool used by the agency's transportation partners and the public to track the use of local, state, and federal transportation funds.

Developing and updating the TIP involves multiple partners, including local and county governments, federal and state governments, transit agencies, the Illinois Tollway, class I railroad companies, and the general public. The TIP program of projects is regularly updated and amended through the CMAP Transportation Committee. Amendments are posted on the eTIP public website, and linked within committee meeting materials that are available for public comment one week prior to committee consideration. Major project changes with the potential to affect the region's air quality undergo an analysis to ensure that those projects do not produce new air quality violations or worsen existing violations. Proposed changes are reviewed and released for a 30-day public comment period by the Transportation Committee and are presented to the CMAP Board for a recommendation to the MPO Policy Committee for approval. The public is encouraged to attend all CMAP committee meetings, and materials for those meetings are posted to the CMAP website one week prior to committee meetings.

Residents are strongly encouraged to engage with their municipal or county transportation agencies on the projects chosen for implementation.

## Long-range transportation planning

CMAP is committed to engaging regional constituencies to develop and update its federally mandated, long-range transportation plans. In 2018, the agency adopted ON TO 2050, a comprehensive plan for the northeastern Illinois region, building on its predecessor plan, GO TO 2040. CMAP conducted extensive public engagement over three phases for the development of the ON TO 2050 plan, employing multiple strategies and methods to involve stakeholders in the planning process and reaching over 100,000 residents to generate thousands of comments and insights to guide CMAP's planners. A [summary](#) of public engagement for ON TO 2050 describes how public input was explicitly considered and incorporated into the final plan.

To update the ON TO 2050 plan in 2022, CMAP invited stakeholders to provide input at key stages and for specific technical components. CMAP leveraged a variety of engagement and communications strategies and tactics to engage diverse stakeholders for feedback and guidance on the ON TO 2050 update.

Development of the next long-range transportation plan will prioritize meaningful and inclusive community engagement across the seven counties of northeastern Illinois and deploy tools and methods to reach stakeholders where they are. It will explain the public decision-making process for transportation plans that represent significant investment of public funding in our communities. These plans will produce designs which result in construction of projects that will affect communities for generations.

## The Community Alliance for Regional Equity

In 2023, CMAP launched its [Community Alliance for Regional Equity](#) (CARE), a ground-breaking partnership with twelve community groups to deepen the agency's relationships with historically marginalized communities and acknowledge the broad expertise and lived experiences of those communities in the agency's planning work. Through innovative use of transportation funding, CMAP

provides a \$10,000 annual honorarium to the twelve organizations to bring the voices of those communities to regional decision making that affects them. The CARE cohort will guide CMAP on focused planning initiatives and strengthen the agency's connection to key regional stakeholders.

### Resource groups

CMAP periodically convenes subject matter or community experts to provide guidance on agency projects and policy initiatives. These resource groups take shape in response to the agency's ongoing and specific needs for expertise.

### Public information

CMAP offers many ways to stay informed about the agency's activities and for stakeholders to share input on agency initiatives.

CMAP continuously seeks and implements new ways to enhance its robust and accessible communications program and methods, and to explore innovation and measure for effectiveness.

#### Newsletters

CMAP retooled its newsletter program to provide more tailored messages to target audiences, and will continue to adapt its communications to meet audience expectations. The agency publishes a monthly general newsletter and several topical newsletters that align with the agency's priorities (Transportation, Climate, Regional Economy) to share news and relevant information with the intent of connecting readers to resources and more information on the CMAP website. Anyone interested in CMAP's newsletters can subscribe [through GovDelivery](#) and find the newsletters on the agency's [website](#).

#### Website

CMAP's website, [cmap.illinois.gov](http://cmap.illinois.gov), is home for everything to know about the agency. CMAP shares news, events, meetings, documents, plans, committee information, and data on its website. In 2024, CMAP will launch a new and improved website with stronger search functionality to ensure visitors find the information and resources they seek.

#### Social media

The agency actively uses social media as a communications channel and to engage its constituencies. CMAP shares updates about the agency's activities on [Twitter](#), [Facebook](#), [LinkedIn](#) and [Instagram](#). CMAP also posts meeting videos and webinar recordings on its [YouTube](#) channel.

#### CMAP's communications and engagement team

For more information about the agency's public engagement processes and how to get involved, email [communications@cmap.illinois.gov](mailto:communications@cmap.illinois.gov), call CMAP at 312-454-0400, or visit the agency at 433 West Van Buren Street, Suite 450, Chicago, Illinois, 60607.

## How does CMAP create public participation processes?

### Communications and engagement plans

When creating a public participation process, the CMAP project team works collaboratively with the agency's communications and engagement staff to develop an engagement plan with goals, target audiences, equity analysis, timeline, decision points and milestones, strategies, methods, and metrics for evaluation. Engagement plans should be attuned to each stakeholder group and designed for specific purposes, as well as meet each project's needs and state and federal requirements. These communications and engagement plans are not fixed in stone; rather, they are living documents that respond and evolve to meet the community's needs and incorporate learning along the way to make the engagement more effective.

### Stakeholder identification

CMAP is committed to engaging and incorporating input from a range of stakeholders, including:

**General public** – all residents of the region, with special consideration of historically excluded groups, including people of color, low-income residents, persons living with disabilities, youth, Native American and Indigenous residents, and residents with limited English proficiency.

**Community organizations** – environmental justice advocates, special interest nonprofit organizations, neighborhood groups, ethnic and cultural groups, immigrant organizations, and the faith community.

**Government agencies** – public entities such as transit agencies, municipalities, counties, other regional agencies, councils of government, and agencies at the state and federal levels.

**Elected officials** – elected representatives at all levels, including members of city councils and village boards, members of county elected boards, and state and federal legislators.

**Business community** – private-sector entities whose work intersects with transportation and land use planning, including regional anchor institutions, business associations, private transportation providers, manufacturers, tourism groups, freight shippers, planning professionals, consulting firms, civic organizations, technology developers, and non-profit business interest groups.

**Educational institutions** – universities, community colleges, educational organizations, schools, and school districts.

To create an effective public process, staff identifies key stakeholders for the project, thinking beyond the usual suspects. An engagement plan addresses barriers to participation for specific audiences and explains how to overcome them.

Stakeholders' level of participation is determined at the outset of every initiative and communicated in timely ways to all participants. The project team communicates to stakeholders about the project, its goals and objectives, and how engagement will guide the project. The level of participation can range from exchanging information to collaborating on the project to empowering stakeholders to make final decisions.

## Tools and methods

CMAP uses a mix of tools and methods to effectively reach and engage its target audiences in inclusive and meaningful ways. These range from high-touch to high-tech, from in-person to fully virtual, from informational to interactive, all deployed to meet audiences where they are and to overcome barriers to participation. The tools and methods CMAP uses ensure that people with diverse needs and experiences are aware of and can participate in opportunities to affect decision-making.

CMAP has fully integrated virtual public involvement tools in the agency's public engagement strategies. Virtual meeting platforms, webinars, videos, live-streaming, hybrid meetings, and online live polling expand the agency's reach and make CMAP's engagement more accessible, convenient, and affordable for more residents.

A comprehensive list of tools and methods by engagement level and audience are included in Appendix E.

## What are some best practices in public engagement?

### **A meaningful and inclusive public engagement process:**

- Includes a budget with compensation for community expertise
- Develops metrics for success and confirms those metrics with stakeholders
- Creates and uses meaningful outcome measures
- Coordinates with other public engagement efforts to reduce the burden of participating for many residents
- Holds meetings and events where people already gather and at times that accommodate different work schedules
- Plans events to be accessible by public transit and in ADA-accessible places
- Proactively offers language accessibility in printed materials and through interpretation services
- Provides content in accessible ways and recognizes the digital divide
- Uses clear and plain language and avoids jargon
- Considers investment in childcare and food to enable parents and caretakers to engage
- Respects the wisdom of youth
- Provides parallel in-person and virtual venues with the same opportunities to participate
- Looks for opportunities to assess the demographics of participants and adjust engagement efforts to address any gaps
- Seeks to understand residents' lived experiences and their hard truths

### **Evaluating CMAP's public participation processes**

CMAP commits to monitoring the strategies and practices in this Public Participation Plan to ensure a far-reaching and open public engagement process and to shape its ongoing improvement. Evaluation of CMAP's public engagement will include hard data, such as event attendance, attendee demographics (if possible), surveys and survey participation rates, polling results, feedback levels, website interactions, email open rates and click-throughs, social media analytics, engagement platform analytics, webinar attendance, and website comments. In addition, and wherever possible, CMAP will ask the public to rate the effectiveness of its public engagement activities and measure qualitative aspects such changes made to a program as a direct result of community input.

At regular intervals, CMAP will specifically assess its outreach to underrepresented populations, defined by Title VI and Executive Order 12898 on Environmental Justice. The Federal Highway Administration and Federal Transit Administration examine CMAP's public engagement processes during certification reviews every four years.

## Appendix A: Northeastern Illinois' 284 Municipalities

Addison	Calumet Park	Evanston	Highwood
Algonquin	Campton Hills	Evergreen Park	Hillside
Alsip	Carol Stream	Flossmoor	Hinsdale
Antioch	Carpentersville	Ford Heights	Hodgkins
Arlington Heights	Cary	Forest Park	Hoffman Estates
Aurora	Channahon	Forest View	Holiday Hills
Bannockburn	Chicago	Fox Lake	Homer Glen
Barrington	Chicago Heights	Fox River Grove	Hometown
Barrington Hills	Chicago Ridge	Frankfort	Homewood
Bartlett	Cicero	Franklin Park	Huntley
Batavia	Clarendon Hills	Geneva	Indian Creek
Beach Park	Coal City	Gilberts	Indian Head Park
Bedford Park	Country Club Hills	Glen Ellyn	Inverness
Beecher	Countryside	Glencoe	Island Lake
Bellwood	Crest Hill	Glendale Heights	Itasca
Bensenville	Crestwood	Glenview	Johnsburg
Berkeley	Crete	Glenwood	Joliet
Berwyn	Crystal Lake	Godley	Justice
Big Rock	Darien	Golf	Kaneville
Bloomington	Deer Park	Grayslake	Kenilworth
Blue Island	Deerfield	Green Oaks	Kildeer
Bolingbrook	Des Plaines	Greenwood	La Grange
Braceville	Diamond	Gurnee	La Grange Park
Braidwood	Dixmoor	Hainesville	Lake Barrington
Bridgeview	Dolton	Hampshire	Lake Bluff
Broadview	Downers Grove	Hanover Park	Lake Forest
Brookfield	East Dundee	Harvard	Lake in the Hills
Buffalo Grove	East Hazel Crest	Harvey	Lake Villa
Bull Valley	Elburn	Harwood Heights	Lake Zurich
Burbank	Elgin	Hawthorn Woods	Lakemoor
Burlington	Elk Grove Village	Hazel Crest	Lakewood
Burnham	Elmhurst	Hebron	Lansing
Burr Ridge	Elmwood Park	Hickory Hills	Lemont
Calumet City	Elwood	Highland Park	Libertyville

Lily Lake	Norridge	Richton Park	Third Lake
Lincolnshire	North Aurora	Ringwood	Thornton
Lincolnwood	North Barrington	River Forest	Tinley Park
Lindenhurst	North Chicago	River Grove	Tower Lakes
Lisbon	North Riverside	Riverdale	Trout Valley
Lisle	Northbrook	Riverside	Union
Lockport	Northfield	Riverwoods	University Park
Lombard	Northlake	Robbins	Vernon Hills
Long Grove	Oak Brook	Rockdale	Villa Park
Lynwood	Oak Forest	Rolling Meadows	Virgil
Lyons	Oak Lawn	Romeoville	Volo
Manhattan	Oak Park	Roselle	Wadsworth
Maple Park	Oakbrook Terrace	Rosemont	Warrenville
Marengo	Oakwood Hills	Round Lake	Wauconda
Markham	Old Mill Creek	Round Lake Beach	Waukegan
Matteson	Olympia Fields	Round Lake Heights	Wayne
Maywood	Orland Hills	Round Lake Park	West Chicago
McCook	Orland Park	Sandwich	West Dundee
McCullom Lake	Oswego	Sauk Village	Westchester
McHenry	Palatine	Schaumburg	Western Springs
Melrose Park	Palos Heights	Schiller Park	Westmont
Merrionette Park	Palos Hills	Shorewood	Wheaton
Mettawa	Palos Park	Skokie	Wheeling
Midlothian	Park City	Sleepy Hollow	Willow Springs
Millbrook	Park Forest	South Barrington	Willowbrook
Millington	Park Ridge	South Chicago Heights	Wilmette
Minooka	Peotone	South Elgin	Wilmington
Mokena	Phoenix	South Holland	Winfield
Monee	Pingree Grove	Spring Grove	Winnetka
Montgomery	Plainfield	St. Charles	Winthrop Harbor
Morton Grove	Plano	Steger	Wonder Lake
Mount Prospect	Plattville	Stickney	Wood Dale
Mundelein	Port Barrington	Stone Park	Woodridge
Naperville	Posen	Streamwood	Woodstock
New Lenox	Prairie Grove	Sugar Grove	Worth
Newark	Prospect Heights	Summit	Yorkville
Niles	Richmond	Symerton	Zion

## Appendix B: Federal Law and Regulations

### Metropolitan Planning Organizations

Federal law requires each metropolitan region with a population of more than 50,000 residents to designate a metropolitan planning organization (MPO) to develop transportation plans for the region. MPOs must develop long-range transportation plans and transportation improvement programs through a performance-driven, outcome-based approach to planning. The law also requires each MPO to create a public participation plan for providing the public a reasonable opportunity to be involved in the transportation planning process.

23 USC 134, 23 USC 150, 49 USC 5303; 23 CFR §§450.310, 450.316

### Transportation legislation and regulations

Section 134 of title 23, United States Code, amended by the federal transportation reauthorization act, Fixing America's Surface Transportation (FAST) Act, includes provisions for public participation in the development of a transportation plan. The FAST Act requires participation by interested parties, specifically:

Each metropolitan planning organization shall provide citizens, affected public agencies, representatives of public transportation employees, freight shippers, providers of freight transportation services, private providers of transportation, representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, and other interested parties with a reasonable opportunity to comment on the transportation plan.

23 USC 134(i)(6)(A).

**Federal regulations** elaborate on the FAST Act's public participation requirements and define the requirements for a public participation plan:

(a) The MPO shall develop and use a documented participation plan that defines a process for providing individuals, affected public agencies, representatives of public transportation employees, public ports, freight shippers, providers of freight transportation services, private providers of transportation (including intercity bus operators, employer-based commuting programs, such as carpool program, vanpool program, transit benefit program, parking cash-out program, shuttle program, or telework program), representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, and other interested parties with reasonable opportunities to be involved in the metropolitan transportation planning process.

(1) The MPO shall develop the participation plan in consultation with all interested parties and shall, at a minimum, describe explicit procedures, strategies, and desired outcomes for:

- (i) Providing adequate public notice of public participation activities and time for public review and comment at key decision points, including a reasonable opportunity to comment on the proposed metropolitan transportation plan and the TIP;
- (ii) Providing timely notice and reasonable access to information about transportation issues and processes;
- (iii) Employing visualization techniques to describe metropolitan transportation plans and TIPs;

- (iv) Making public information (technical information and meeting notices) available in electronically accessible formats and means, such as the World Wide Web;
- (v) Holding any public meetings at convenient and accessible locations and times;
- (vi) Demonstrating explicit consideration and response to public input received during the development of the metropolitan transportation plan and the TIP;
- (vii) Seeking out and considering the needs of those traditionally underserved by existing transportation systems, such as low-income and minority households, who may face challenges accessing employment and other services;
- (viii) Providing an additional opportunity for public comment, if the final metropolitan transportation plan or TIP differs significantly from the version that was made available for public comment by the MPO and raises new material issues that interested parties could not reasonably have foreseen from the public involvement efforts;
- (ix) Coordinating with the statewide transportation planning public involvement and consultation processes under subpart B of this part; and
- (x) Periodically reviewing the effectiveness of the procedures and strategies contained in the participation plan to ensure a full and open participation process.

(2) When significant written and oral comments are received on the draft metropolitan transportation plan and TIP (including the financial plans) as a result of the participation process in this section or the interagency consultation process required under the EPA transportation conformity regulations (40 CFR part 93, subpart A), a summary, analysis, and report on the disposition of comments shall be made as part of the final metropolitan transportation plan and TIP.

(3) A minimum public comment period of 45 calendar days shall be provided before the initial or revised participation plan is adopted by the MPO. Copies of the approved participation plan shall be provided to the FHWA and the FTA for informational purposes and shall be posted on the World Wide Web, to the maximum extent practicable.

(b) In developing metropolitan transportation plans and TIPs, the MPO should consult with agencies and officials responsible for other planning activities within the MPA that are affected by transportation (including State and local planned growth, economic development, tourism, natural disaster risk reduction, environmental protection, airport operations, or freight movements) or coordinate its planning process (to the maximum extent practicable) with such planning activities. In addition, the MPO shall develop the metropolitan transportation plans and TIPs with due consideration of other related planning activities within the metropolitan area, and the process shall provide for the design and delivery of transportation services within the area that are provided by:

- (1) Recipients of assistance under title 49 USC Chapter 53;
- (2) Governmental agencies and non-profit organizations (including representatives of the agencies and organizations) that receive Federal assistance from a source other than the U.S. Department of Transportation to provide non-emergency transportation services; and

(3) Recipients of assistance under 23 USC 201-204.

(c) When the MPA includes Indian Tribal lands, the MPO shall appropriately involve the Indian Tribal government(s) in the development of the metropolitan transportation plan and the TIP.

(d) When the MPA includes Federal public lands, the MPO shall appropriately involve the Federal land management agencies in the development of the metropolitan transportation plan and the TIP.

(e) MPOs shall, to the extent practicable, develop a documented process(es) that outlines roles, responsibilities, and key decision points for consulting with other governments and agencies, as defined in paragraphs (b), (c), and (d) of this section, which may be included in the agreement(s) developed under §450.314.

Code of Federal Regulations, 23 CFR §450.316.

### Americans with Disabilities Act

Under Sec. 504 of the Rehabilitation Act of 1973 and the Americans with Disabilities Act (ADA) of 1990, federally assisted programs and activities must provide opportunities for engagement to people with disabilities in developing and improving public services that are equal to opportunities for engagement provided to persons who are not disabled. In addition, steps to ensure effective communication with people who have disabilities is required.

28 CFR 160(a) and 49 CFR § 27.7(c)

### Clean Air Act and environmental regulations

Clean Air Act, 42 USC 7401

**Public consultation procedures for air quality conformity.** Affected agencies making conformity determinations on transportation plans, programs, and projects shall establish a proactive public involvement process which provides opportunity for public review and comment by, at a minimum, providing reasonable public access to technical and policy information considered by the agency at the beginning of the public comment period and prior to taking formal action on a conformity determination for all transportation plans and TIPs, consistent with these requirements and those of [23 CFR 450.316\(a\)](#). Any charges imposed for public inspection and copying should be consistent with the fee schedule contained in [49 CFR 7.43](#). In addition, these agencies must specifically address in writing all public comments that known plans for a regionally significant project which is not receiving FHWA or FTA funding or approval have not been properly reflected in the emissions analysis supporting a proposed conformity finding for a transportation plan or TIP. These agencies shall also provide opportunity for public involvement in conformity determinations for projects where otherwise required by law. 40 CFR 93.105(e)

### Title VI: Nondiscrimination in federally funded programs

Title VI of the Civil Rights Act of 1964 and its amendments (Title VI) prohibit excluding people from participating in or being discriminated in any federally funded program or activity on the basis of race, color, or national origin. Other federal laws further expand legal protection from discrimination, including the Federal-Aid Highway Act of 1973, the Age Discrimination Act of 1975, the Rehabilitation Act of 1973, and the Americans with Disability Act of 1990.

## Civil Rights Act of 1964, 42 USC 200

As a recipient of federal funds, CMAP's MPO Policy Committee adopted the Title VI program and submitted it to the Illinois Department of Transportation in June 2017.

## Environmental Justice

Environmental justice Executive Order 12898 reinforced the provisions of Title VI and expanded its provisions to environmental justice for the environmental and health conditions in minority and low-income communities. Executive Order 12898 provides:

Each federal agency shall make achieving environmental justice part of its mission by identifying and addressing, as appropriate, disproportionately high and adverse human health or environmental effects of its programs, policies and activities on minority populations and low-income populations.

Executive Order 12898, Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations (1994).

## Persons with limited English proficiency

Executive Order 13166 requires improved access to federal programs for people who are limited in their English proficiency. The order requires federal agencies assist federal fund recipients in providing reasonable access to those users of federal programs with limited English proficiency.

Executive Order 13166, Improving Access to Services for Person with Limited English Proficiency (2000).

## Equity in Transportation

Executive Order (EO) 13985, Advancing Racial Equity and Support for Underserved Communities Through the Federal Government

Executive Order 13985 directs federal agencies to evaluate whether their policies produce racially inequitable results when implemented, and to make the necessary changes to ensure underserved communities are properly supported. EO 13985 defines equity as "the consistent and systematic fair, just, and impartial treatment of all individuals including individuals who belong to underserved communities that have been denied such treatment, such as Black, Latino, and Indigenous and Native American persons, Asian Americans and Pacific Islanders and other persons of color; members of religious minorities; lesbian, gay, bisexual, transgender, and queer (LGBTQ+) persons; persons with disabilities; persons who live in rural areas; and persons otherwise adversely affected by persistent poverty or inequality."

## Appendix C: Urbanized area formula grants

According to 49 USC 5307, the Federal Transit Administration (FTA) requires recipients of a grant to comply with the public participation requirement of section 5307(b)(1) through (7) to develop, publish and afford an opportunity for public hearing and comment on the federally funded Program of Projects (POP). Federal requirements also stipulate that a grant under sections 5310 and 5339 shall be subject to the same requirements as a grant under section 5307, to the extent the United States Secretary of Transportation determines appropriate.

The Regional Transportation Authority (RTA) and the transit “Service Boards” – Chicago Transit Authority (CTA), Metra, and Pace Bus – are all direct recipients of federal grants and designated recipients for some federal funds as well. The RTA is responsible for negotiating the sub-allocation of federal funding apportionments for sections 5307/5340, 5337, 5310 and 5339 between northeastern Illinois, northwestern Indiana and southeastern Wisconsin, and for further sub-allocating northeastern Illinois funds among the Service Boards. The RTA is the designated recipient for section 5310 funds in the region, along with the Illinois Department of Transportation (IDOT). The RTA and Service Boards each meet public participation requirements stipulated in federal regulation and the 2008 RTA Act separately, but also rely upon CMAP’s public participation process to fulfill some federal requirements related to the proposed Transportation Improvement Program (TIP) and Program of Projects (POP) referenced in this Public Participation Plan. To this end, the TIP is updated and amended regularly through CMAP’s Transportation Committee (see the federal fiscal year 2023-28). Proposed amendments are posted on the eTIP public website and made available on CMAP’s website for public comment one week prior to committee consideration. Major project changes with the potential to affect the region’s air quality undergo a conformity analysis that the CMAP Transportation Committee reviews and releases for a 30-day public comment period. Other CMAP committees may review the proposed amendments and conformity analysis recommendations prior to the MPO Policy Committee for approval. The public is encouraged to attend all CMAP committee meetings, and materials for those meetings are posted to the CMAP website one week prior to committee meetings. The “Amendments” tab of CMAP’s eTIP website documents that this process satisfies the POP requirements for the RTA and the region as whole.

The CMAP Public Participation Plan and process apply to grants awarded in sections 5307, 5310, and 5339, as required. Additionally, the RTA chooses to apply the same public participation requirement in section 5307 to the section 5337 grants received within the region. The table below summarizes the public participation requirements under section 5307(b)(1) through (7), and the actions the RTA, CMAP, and the Service Boards take to fulfill such requirements.

PUBLIC PARTICIPATION REQUIREMENTS		
Responsible parties	Actions	Public participation methods/efforts
49 USC 5307(b)(1): make available to the public information on amounts available to the recipient under this section		
RTA	Federal funding sub-allocations including sections 5307, 5310, 5337 and 5339 are published for the Service Boards and presented to and approved by RTA Board of Directors. The sub-allocation information is also provided to CMAP to undergo an MPO approval process.	Public meetings, websites, press releases

<p>CMAP</p>	<p>Federal funding sub-allocations including sections 5307, 5310, 5337 and 5339 are presented to the CMAP's Transportation Committee and the MPO Policy Committee for approval. These sub-allocation memos are included in the CMAP committee agendas and minutes. It includes the approval of resolutions dividing the applicable funding splits among Illinois, Indiana, and Wisconsin, and all federal funding splits among CTA, Metra, and Pace Suburban Bus.</p>	<p>Public meetings, newsletter, website</p>
<p>49 USC 5307(b)(2): develop, in consultation with interested parties, including private transportation providers, a proposed program of projects for activities to be financed</p>		
<p>RTA/Service Boards</p>	<p>The RTA and three Service Boards (CTA, Metra, Pace Suburban Bus) make presentations at the CMAP Transportation Committee regarding the capital program development processes each year, which includes projects funded with sections 5307, 5337, and 5339.</p> <p>The RTA makes presentations at Human Services Transportation Plan (HSTP) Program Advisory Committee (PAC) regarding section 5310 Program of Projects development processes when they are underway.</p> <p>In addition, the RTA publishes information related to the capital program development process and section 5310 Program of Projects development processes on the RTA website.</p>	<p>Public meetings, website, emails</p>

<p>49 USC 5307(b)(3): publish a proposed program of projects in a way that affected individuals, private transportation providers, and local elected officials have the opportunity to examine the proposed program and submit comments on the proposed program and the performance of the recipient</p>		
<p>RTA</p>	<p>The RTA publishes the proposed RTA and Service Boards' budgets, two-year financial plans, and five-year capital programs that include all federal funds during the agency budget development cycle each fall. This information is published and distributed online and made available in print copy at budget hearings throughout the region.</p> <p>The RTA also provides for submission of comments online and at public hearings on the RTA and Service Boards' budgets, two-year financial plans, and five-year capital programs.</p> <p>Finally, the RTA participates in the submission of projects to the Transportation Improvement Program (TIP) as required by federal regulation.</p>	<p>Website, press releases, blogs, social media, emails</p>

CMAP	CMAP publishes the region’s proposed TIP via the eTIP website which includes all transit capital projects and federal funding for operating assistance, with the appropriate language related to federal requirements.	Website, newsletter, emails
49 USC 5307(b)(4): provide an opportunity for a public hearing in which to obtain the views of individuals on the proposed program of projects		
RTA/Service Boards	The RTA holds public hearings on the RTA and Service Boards’ budgets, two-year financial plan, and five-year capital budgets throughout the region during the agency budget development cycle each fall.	Public meetings, websites, press releases, blogs, social media, emails
49 USC 5307(b)(5): ensure the proposed program of projects provides for the coordination of public transportation services assisted under section 5336 of this title with transportation services assisted from other United States government sources		
RTA	<p>The RTA holds several public opportunities for comment on the RTA and Service Boards’ budgets, two-year financial plan, and five-year capital budgets as described above.</p> <p>The RTA convenes the region’s HSTP PAC, which includes representation from many entities involved in human services transportation across the region, to advise on the development of the section 5310 call for projects and to review section 5310 projects selected.</p> <p>In addition, the RTA presents the final Program of Projects to CMAP’s Transportation Committee.</p>	Websites, RTAMS, press releases, blogs, social media, emails
49 USC 5307(b)(6): consider comments and views received, especially those of private transportation providers, in preparing the final program of projects		
RTA/Service Boards	<p>The RTA staff and board request, receive, and consider comments received via public hearings on the proposed budgets, two-year financial plans, and five-year capital programs that includes federal and all other funding.</p> <p>The RTA also requests, receives, and considers public comment on the section 5310 Program of Projects as it is being developed. The comments are considered by RTA and the HSTP PAC.</p>	Websites, comment cards at various locations
49 USC 5307(b)(7): make the final program of projects available to the public		
RTA/Service Boards	<p>The RTA posts the RTA and Service Boards’ final budgets, two-year capital plans, and five-year capital programs on RTA website and the RTA mapping and statistics website (RTAMS).</p> <p>Additionally, the RTA presents the final section 5310 Program of Projects to the RTA Board for review and approval, and then posts the projects on the RTA website.</p>	Websites, RTAMS, press releases, blogs, social media, emails

	All federally funded projects are submitted to CMAP for inclusion in the TIP, via formal amendments.	
CMAP	CMAP's Transportation and MPO Policy committees approve the TIP, and CMAP publishes the final TIP and annual obligation reports via the eTIP website.	Website, emails

## Appendix D: Illinois law and regulations

Included here is a summary of the state laws and regulations that apply to CMAP's public engagement initiatives.

### Regional Planning Act

CMAP operates under authorizing legislation known as the Regional Planning Act, which created CMAP as a consolidated planning agency to integrate regional land use and transportation plans.

Regional Planning Act, 70 ILCS 1707

### Illinois Open Meetings Act

CMAP's public bodies conduct their business in compliance with the Illinois Open Meetings Act to ensure public notice of all meetings and to protect the public's right to know about all actions and deliberations of this public agency. In accordance with the Open Meetings Act, CMAP affords citizens notice, opportunity to address, and review of meeting minutes of the agency's deliberative bodies. The Open Meetings Act applies to any meeting of a quorum of CMAP's governing boards or committees held for the purpose of discussing public business. CMAP gives public notice of meetings of its public bodies and committees through its newsletter, website, and posting meeting agendas in its offices. In accordance with the Open Meetings Act, CMAP makes available a schedule of all its regular meetings at the beginning of each calendar year. Exceptions to the open meetings requirements are strictly construed, as the Open Meeting Act allows closed meetings to consider limited matters, such as personnel, the purchase or lease of real estate, security procedures, and litigation.

Illinois Open Meetings Act, 5 ILCS 120

### Freedom of Information Act

Illinois' Freedom of Information Act (FOIA) ensures that citizens have access to records of a public body to ensure transparency in the decision-making process. FOIA states: It is a fundamental obligation of government to operate openly and provide public records as expediently and efficiently as possible in compliance with this Act. FOIA applies to CMAP, which provides a link on its webpage to submit FOIA requests, guidance for requesting information and public records, and the contact information for CMAP's FOIA officer. CMAP's FOIA officer responds to requests for information and documents by making them available for inspection or providing them to the requester.

Illinois Freedom of Information Act, 5 ILCS 140

## Appendix E: Tools and methods

This is a non-exhaustive inventory of the tools and methods available for meaningful and inclusive public engagement. The most appropriate tools and methods will be responsive to the audience and accessible to all. CMAP communications and engagement staff can provide additional information about and examples of these tools and methods.

Communication tools and methods, by engagement type	
Level of engagement	Tools and method
<p><b>Inform:</b> To provide balanced and objective information to assist the audience in understanding the problem, alternatives, opportunities and/or solutions</p>	<ul style="list-style-type: none"> <li>Ads on transit</li> <li>Bike tour</li> <li>Blog</li> <li>CMAP Talks/webinar</li> <li>Council of government/mayors presentation</li> <li>Email</li> <li>EngagementHQ website</li> <li>Exhibit</li> <li>Fact sheet</li> <li>Flyer/brochure/leave-behind</li> <li>Focus group</li> <li>Forum series</li> <li>Geographic information systems (GIS) story map</li> <li>GovDelivery email blast</li> <li>Infographic</li> <li>Interview</li> <li>Kiosk</li> <li>Legal notice</li> <li>Local Government Network initiative</li> <li>Map</li> <li>Message map</li> <li>Mobile application</li> <li>News release</li> <li>Newsletter</li> <li>Opinion editorial</li> <li>Open house</li> <li>Peer-to-peer meeting</li> <li>Phone call</li> <li>Podcast</li> <li>Pop-up event</li> <li>Poster</li> <li>Presentation</li> <li>Press release</li> <li>QR code</li> <li>Radio advertisement</li> <li>Report/white paper</li> <li>Site visit</li> <li>Slide deck</li> <li>Social media</li> <li>Speaking engagement</li> </ul>

	<p>Storify          Storytelling          Table          Telephone townhall          Text message          Toolkit          Training          Video          Video streaming          Virtual meeting (Teams, Zoom)          Virtual tour          Visualization          Website          Zine/magazine</p>
<p><b>Consult:</b> To obtain feedback on analysis, alternatives and/or decisions</p>	<p>Bike tour          Charette          CMAP Board/committee meeting          CMAP Talks/webinar          Council of governments/mayors presentation          Community event, tabling          Email          EngagementHQ website          Focus group          Forum (series)          Infographic          Interactive map          Keypad polling, Mentimeter          Local assistance projects          Open house          Partnership/partner meeting          Peer-to-peer meeting          Phone call          Poll/survey          Pop-up event          Presentation          Public hearing          Site visit          Social media          Speaking engagement          Task force          Telephone townhall          Text message          Toolkit          Townhall meeting          Training          Video streaming          Virtual meeting (Teams, Zoom)          Visual preference survey          Web comment form</p>

	<p>Windshield/walking survey          Workshop          World café          Zine/magazine/brochure</p>
<p><b>Involve:</b> To work directly with the audience throughout a process to ensure their concerns and aspirations are consistently understood and considered</p>	<p>CMAP Board/committee meeting          EngagementHQ website          Focus group          Future Leaders in Planning          Local assistance project          Miro whiteboard          Partnership          Poll/survey          SharePoint document          Task force          Visual preference survey          Virtual meeting/Zoom          Workshop</p>
<p><b>Collaborate:</b> To partner with the audience in each aspect of the decision, including the development of alternatives and the identification of the preferred solution</p>	<p>CMAP Board/committee          EngagementHQ website          Focus group          Local assistance project          Miro whiteboard</p>

## Appendix F: Acronyms

ADA	Americans with Disabilities Act
CARE	Community Alliance for Regional Equity
CFR	Code of Federal Regulations
CMAQ	Congestion mitigation and air quality
CMAP	Chicago Metropolitan Agency for Planning
COVID-19	Coronavirus disease of 2019
CTA	Chicago Transit Authority
CMAP	Chicago Metropolitan Agency for Planning
TIP	Electronic transportation improvement program
FAST	Fixing America's Surface Transportation Act
FHWA	Federal Highway Administration
FOIA	Freedom of Information Act
FTA	Federal Transit Administration
GIS	Geographic information systems
HSTP PAC	Human Service Transportation Plan Project Advisory Committee
IDOT	Illinois Department of Transportation
L RTP	Long-range transportation plan
MPO	Metropolitan Planning Organization
POP	Program of projects
PPP	Public Participation Plan
RTA	Regional Transportation Authority
RTAMS	RTA Mapping and Statistics website
TAP	Transportation Alternatives Program
TIP	Transportation improvement program
USC	United States Code



## **For more information**

For additional information about CMAP or CMAP's public engagement, please contact [communications@cmap.illinois.gov](mailto:communications@cmap.illinois.gov), call 312-454-0400, or visit <https://www.cmap.illinois.gov/about/involvement> for ways to get involved.